

**PRELIMINARY
STAFF REPORT
2009-2010 SOUTH COUNTY AREA PLANS REVIEW**

SUPERVISOR DISTRICT: MOUNT VERNON **APR ITEM(S):** 09-IV-2MV
09-IV-27MV

NOMINATORS: 09-IV-2MV: Brian J. Winterhalter, Cooley Godward Kronish LLP
09-IV-27MV: Rossman P. Irwin III, Huntington Club

ACREAGE(S): 2MV: 0.5 acres;
27MV: 19 acres

TAX MAP I.D.: 2MV: 83-1 ((1)) 32
27MV: 83-1 ((23)) ALL

GENERAL LOCATION: 2MV: South of Huntington Avenue, east of North Kings Highway,
west of the Huntington Metro Station;
27MV: South of Huntington Avenue, west of the Huntington Metro
Station, east of Huntington Club Condominiums

PLANNING AREA: IV
District: Mount Vernon
Sector: MV-1 Huntington Community Planning Sector
Special Area: Huntington Transit Station Area

ADOPTED PLAN MAP: 2MV & 27 MV: Residential 16-20 dwelling units per acre (du/ac)

ADOPTED PLAN TEXT: Land unit I is planned for 16-20 du/ac.

For complete Plan text see Attachment 1

PROPOSED PLAN AMENDMENTS: 2MV: As an option, parcel appropriate for office or
residential uses, up to 3.0 FAR. May include ground floor
retail.
27MV: Mixed use development to include residential,
office, retail and possibly hotel uses up to 3.0 FAR.

CURRENT ZONING: 2MV: R-4 (Residential 4 du/ac)
27MV: R-20 (Residential 20 du/ac)

Current and Proposed Plan Development Potential

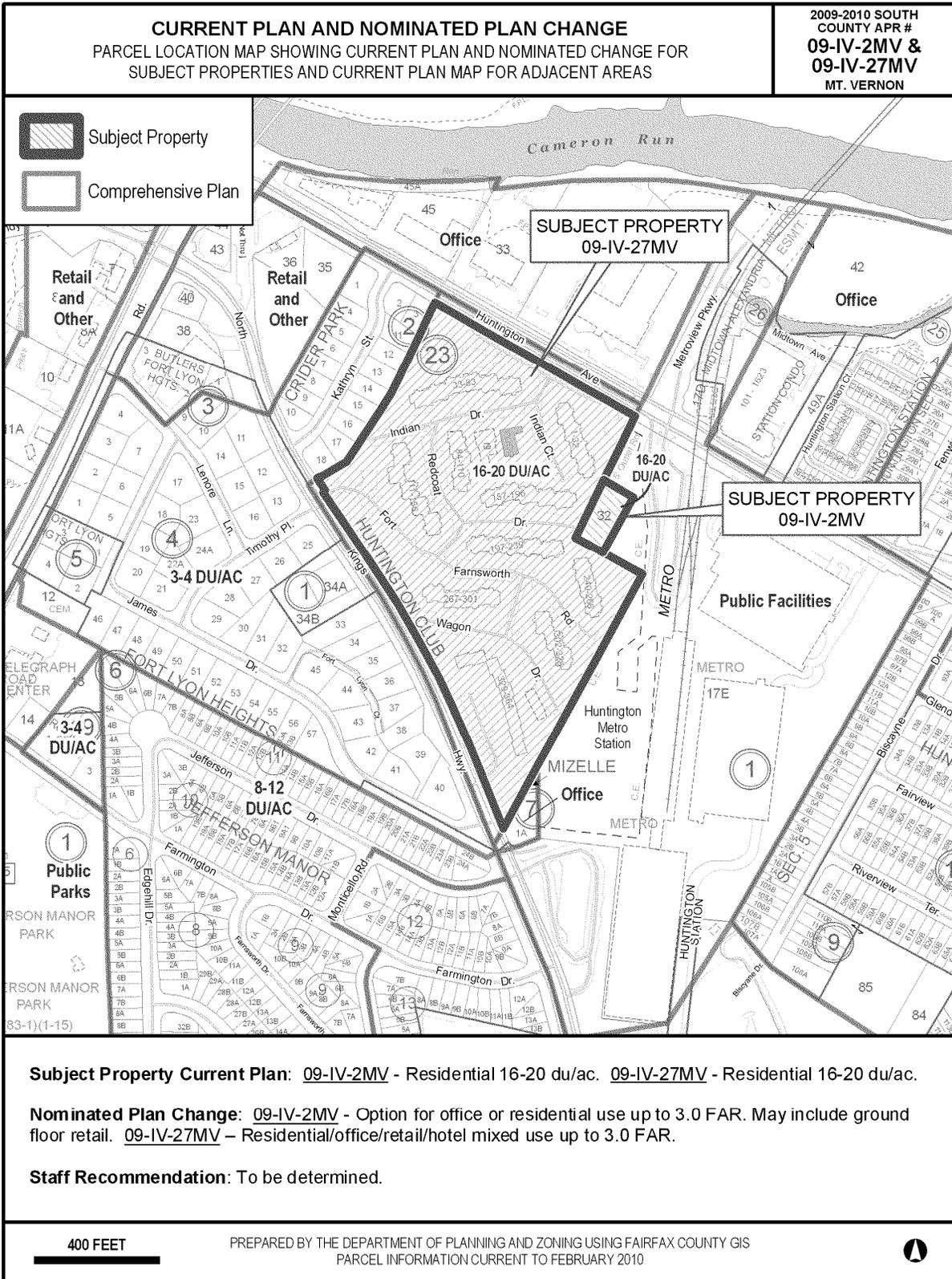
Nomination	Acres	Current Plan	Existing	Proposed Plan Option 1	Proposed Plan Option 2
09-IV-2MV	0.5	Residential: 10 du	vacant	Office: 62,000 Retail: 3,352 sf	Residential: 62 du Retail: 3,352
09-IV-27MV	19	Residential: 380 du	Residential: 364 du	Res: 1,241 du Retail: 124,146 sf Office/Hotel: 1,117,314	Res: 1,738 du Retail: 124,146 sf Office: 620,730
Total	19.5	Res: 390 du	Res: 364 du	Res: 1,241 du Retail: 127,498 sf Office/Hotel: 1,179,314	Res: 1,800 du Retail: 127,498 sf Office: 620,730

SUMMARY OF STAFF RECOMMENDATION:

- Approve Nomination as submitted
- Approve Staff Alternative (to gather additional information)
- Retain Adopted Plan

The small size of 2MV (0.5 acre) makes redevelopment independent of consolidation with the larger area impractical. The site is accessed through the Huntington Club Condominiums, the subject of 27MV. Redevelopment of the site should be considered in one development proposal to avoid piecemeal development adjacent to the station.

Staff feels that Transit Oriented Development at this location adjacent to the Metro station could be appropriate. However, the amount of traffic to be generated by the intensity of development proposed could put a significant strain on the local road network. Neither Huntington Avenue nor North Kings Highway are planned to be widened to accommodate additional traffic. In order to comply with Virginia State code, the nominators of 27MV must prepare and submit a traffic impact study to the Virginia Department of Transportation for their review and comment. Staff feels that replanning the area at this time could have a destabilizing effect on the community if a developer is not in place to move forward with redevelopment. Based on the results of a Chapter 527 analysis and demonstration through developer commitment that the development is feasible in the near term, Staff may support an amendment to the Comprehensive Plan, but believes this information is essential prior to making a final recommendation.



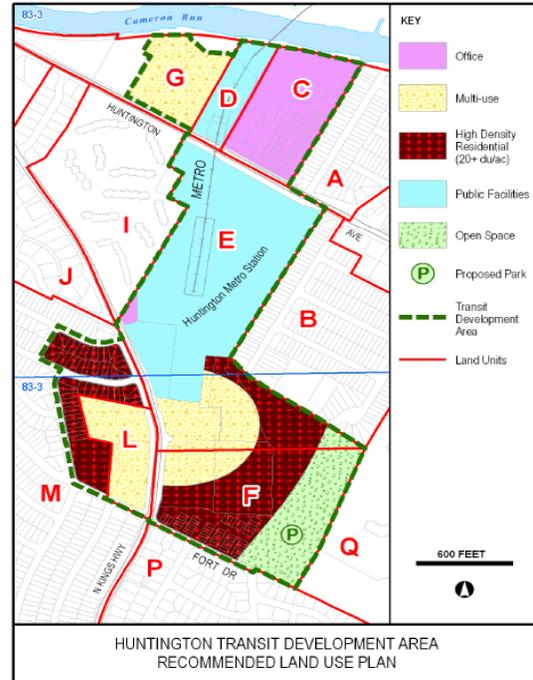
BACKGROUND:

Items 2MV and 27MV make up Land Unit I of the Huntington Community Planning Sector between Huntington Avenue and North Kings Highway.

Item 27MV is currently developed with a community of 364 residential condominium units. Built in 1967, Huntington Club Condominiums are considered a stable residential community with excellent access to the Metro station. The site is steeply sloped, dropping 100-125 feet from the top of North Kings Highway on the south to Huntington Avenue on the north side.

The site of item 2MV is currently a vacant wooded parcel located between the Huntington Club development and the Metro. Although it is a part of Land Unit I, it was not a part of the Huntington Club development.

The Huntington Metro Station property borders the subject area to the east. A 35-acre portion of the Metro property on North Kings Highway is being developed with high-density residential, office and retail uses.



Huntington Transit Development Area

Across Huntington Avenue to the north are several office and light industrial buildings. A portion of the area is planned for mixed use development up to 3.0 FAR, with residential, office and retail uses.

To the west and north of Land Unit I are single family neighborhoods planned for 3-4 dwelling units per acre (du/ac).

CRITICAL ISSUES

Land Use

- APR nomination 27MV proposes redevelopment of the condominium complex from residential use at 16-20 du/ac to a 3.0 FAR mixed-use development, which would equate to a maximum of almost 2.5 million square feet (SF). Two options for the land use mix have been submitted for evaluation purposes. Option 1 proposes a mix of 50% residential use (up to 1,241 high rise residential units), 5% retail use (app. 124,146 SF), 40% office use (app. 993,168 SF), and 5% hotel use (app. 124,146 SF). Option 2 eliminates the hotel use to include 70% residential use (up to 1,738 high-rise residential units), 25% office use (app. 620,730 SF), with 5% retail use (app. 124,146 SF).

- APR nomination 2MV proposes to replan a ½ acre parcel from residential use at 16-20 du/ac to a 3.0 FAR for office or residential use with support retail, which would equate to a maximum of approximately (app.) 65,340 SF. Two options for the land use mix have been submitted for evaluation purposes. Option 1 proposes a residential use (up to 62 high rise residential units) and retail use (app. 3,352 SF). Option 2 proposes office use (up to 62,000 SF) with retail use (app. 3,352 SF).
- The nominations provide for urban, mixed-use infill redevelopment that would be consistent with the county's goal of providing this type of intensity in close proximity to the transit station area.
- The proposed nominations would have an impact on the broader plan for the Huntington TSA. The current Plan recommends that the activity center of this TSA to be located within the Transit Development Area (TDA), as shown in the preceding figure. The TDA was originally established to denote and preserve stable residential neighborhoods as well as create area for more intense development. Similar approaches were established around all Fairfax County Metro stations, meaning that proximity alone was not viewed as a reason to support redevelopment.
- The proposed intensities for nominations 27MV and 2MV of 3.0 FAR are greater than six times the planned intensity on the site. The proposed nomination would work against the current Plan's incentive for redevelopment in the TDA, and could compete with redevelopment in Land Units G and L. Comprehensive Plan guidance for the overall Huntington Metro Transit Station Area states: "The land use recommendations are based upon the concept of concentrating development to a limited area nearest to the Metro station and preserving the existing stable neighborhoods around the station." Huntington Club is one of the existing stable neighborhoods that the Plan seeks to preserve.
- Impacts of high intensity development on the adjacent single family developments in Land Unit J to the south and west the property would need to be addressed. Vegetated buffers could help to mitigate the visual impacts, and tapering building heights to provide a more gradual transition would be appropriate.
- No rezoning applications have been submitted that would provide information about the building heights or site design; however, the proposed densities, particularly item 27MV may result in building heights in the range of 16-20 stories. These building heights may not be able to provide appropriate tapering of building height and transitions to the adjacent low-density community. The surrounding neighborhoods to the south and west contain low density, single-family detached residences at a density of 3-4 du/ac. Nomination 27MV proposes two options with unit counts of over 1,200 and 1,700 units. Without including the office and retail components, the resulting density of this nomination would be 65 dwelling units per acre (du/ac) and 91 du/ac. This intensity would most likely result in urban-style buildings with heights that are quite high, especially since the design would also need to accommodate open space, roadways, and parking. The residential building heights would increase when the additional uses of

office and retail uses are added into the development and land or space within buildings is needed for these additional components.

- The nominations also propose office and retail components in addition to residential use. These non-residential uses could work with the residential use and create a walkable and convenient work-live-shop environment. However, the proposed retail component of 124,000 square feet may be more square footage than necessary to provide a neighborhood-serving retail component on-site. The types of retail uses envisioned for the site are not detailed.

At 3.0 FAR, Land Unit I would be planned similarly to developments in the Transit Development Area. Although within a ¼ mile of the Transit Station, this area has been viewed as a stable residential neighborhood to be preserved. The Plan for the area has not envisioned redevelopment.

A parcel in Land Unit G across Huntington Avenue to the north was recently replanned to allow mixed use development up to 3.0 FAR, and the TDA boundary was expanded to include the property. Another Plan Amendment was approved for mixed use development up to 3.0 FAR in a portion of Land Unit T to the east of the transit station. Collectively, these proposals could add 434,000 square feet of office, nearly 50,000 square feet of retail, and 890 residential units to the area surrounding the Huntington Metro station, and are expected to add as many as 12,000 daily vehicle trips to the local road network. Another special study in Land Unit L of the Transit Development Area (along North Kings Highway) may add the potential for up to 834,000 square feet of new development to be built, with approximately 500 dwelling units, and generate over 6,000 daily vehicle trips on the surrounding road network. Although in close proximity to the Huntington Metro station, many residents and office workers will continue to use their personal vehicles to get to school, work, or running errands. Additional approved development in Land Unit E & F will also contribute traffic to the local roads. Because these projects have not yet been built, their cumulative impact on schools, roads, and parks can be estimated but not precisely predicted.

Parks & Recreation

- The nominations would result in a potential increase in residents within the Mount Vernon Planning District by about 2,900 individuals. Additional residents, employees and visitors will need access to park and recreation facilities onsite or nearby.
- Existing nearby parks (Mount Eagle, Jefferson Manor and Huntington) meet only a portion of the demand for parkland generated by residential development in the service area of the nomination.
- The recreational facilities in greatest need in the Mount Vernon Planning District include rectangle fields, multi-use courts, playgrounds, a neighborhood skate park and trails. Many of the smaller local parks in the Mount Vernon Planning District do not include athletic fields as a result of the early suburban residential development, and many parks have not developed with recreation facilities. There are a number of tennis courts, multi-use courts and playgrounds that have been master planned at parks in the district, but have not been constructed.
- In addition to the residential development impact on recreational services and facilities, there will also be impacts from the proposed commercial development. Employees have a need to

access recreational amenities at lunchtime or after work. Retail customers benefit from combining shopping trips with recreational activities.

- Development of urban parks such as pocket parks, plazas, common greens and recreation-focused urban parks should be encouraged. Integration of publicly accessible urban parks in the overall development design is critical to providing onsite recreation resources within the nomination area and will enhance the desirability of the project, contribute to redevelopment efforts and add to a sense of place.
- This site is adjacent to the Huntington Metro Station and as such pedestrian trails and connections need to be provided.
- If the nomination is accepted as proposed, Staff recommends new plan text be incorporated that encourages development to provide urban park space onsite and to construct new park facilities onsite or nearby and/or replace aging park facilities at nearby parks within the district.

Schools

These APR nominations fall within the boundaries of Cameron Elementary School, Twain Middle School, and Edison High School. The capacity and projected enrollments for these schools is shown in the chart below. If development occurs within the next five years, the receiving schools appear to have sufficient capacity to accommodate new student yields. Beyond the five year horizon, enrollment projections are not available. The impact of redevelopment would need to be addressed during the rezoning and development process.

School	Capacity	Enrollment (9/30/09)	2010-2011 Projected Enrollment	Capacity Balance 2010-2011	2014-15 Projected Enrollment	Capacity Balance 2014-15
Cameron ES	720	506	511	209	450	270
Twain MS	875	823	810	65	833	42
Edison HS	1800	1729	1696	104	1684	116

Capacity and enrollment are based on the FCPS FY 2011-15 CIP.

It is noted that APR 09-IV-22MV, APR 09-IV-24MV, and APR 09-IV-2RH are all located within the Twain and Edison boundaries and will impact the capacity at these schools if adopted. APR 09-IV-3MV, APR 09-IV-4MV, APR 09-IV-16MV, and ST 09-IV-MV1 also are within the Cameron, Twain, and Edison boundaries and will also impact the capacity at these schools. Prior amendments to the Comprehensive Plan for this area are also not reflected in the projected enrollments. Collectively, these proposed developments could create a capacity deficit at Twain MS and Edison HS, which would experience capacity deficits of 39 and 51 students respectively.

School Impact of 27MV

School Level	Existing Use			Proposed Option 1			Proposed Option 2		
	High-rise MF ratio	Existing units	Student yield	High-rise MF ratio	Units proposed	Student yield	High-rise MF ratio	Units proposed	Student yield
Elementary	0.047	364	17	0.047	1241	58	0.047	1738	82
Middle	0.013	364	5	0.013	1241	16	0.013	1738	23
High	0.027	364	10	0.027	1241	34	0.027	1738	47
Total			32			108			151

Transportation

27MV: As shown in the table below, the proposed change to the land use densities and intensities for the nominated parcels (option with Hotel) would result in a major increase in trip generation of up to 22,294 daily trips above the number of daily trips for the current Comprehensive Plan. Understanding that a significant portion of these trips could be reduced due to the proximity of Metro, the increase would still represent a substantial impact to, and could potentially create adversities within, the proximate transportation network. A Chapter 527 Traffic Impact Study is required to further understand the impacts on the transportation network.

Trip Generation Estimates for APR #09-IV-27MV

Scenario	Daily	AM Peak Hour		PM Peak Hour	
		In	Out	In	Out
<u>Current Comp Plan (16-20 du/ac)</u> Multifamily Apartmt (220); 380 DU	2,426	38	152	148	79
Total	2,426	38	152	148	79
<u>Proposed Amendmt (3.0 FAR Option)</u>					
Shopping Center (820); 124,146 SF	7,816	76	48	360	375
General Office (710); 993,168 SF	7,814	1,036	141	202	989
Hotel (310); 177 RM ⁽¹⁾	1,446	51	32	55	49
Multifamily Apartmt (220); 1,241 DU	7,644	122	490	455	245
Total	24,720	1,285	711	1,072	1,658
Net Impact of Proposed Amendment Above Comp Plan	22,294	1,247	559	924	1,579

Trip Generation derived from the Institute of Traffic Engineers (ITE), Trip Generation, 8th Edition (2008). Trip Generation estimates are provided for general order-of-magnitude comparisons, only, and do not account for pass-by, internal capture, or traffic reductions as a result of proximity to transit stations.

(1) Number of rooms for Hotel based on total square footage and 700 square feet per room.

2MV: As shown in the table below, the proposed change in land use would result in an increase in trip generation of up to 1,603 daily trips. With this increase, there is the potential for impacts and adversities within the proximate transportation network. Understanding that a significant portion of these trips could be reduced due to the proximity of Metro, further review and analysis would be required at rezoning and/or site plan review to determine net trip generation for the site and what impacts may need to be mitigated. This area should be studied in conjunction with the 27MV Chapter 527 Analysis in order to understand the cumulative impact.

Trip Generation Estimates for APR #09-IV-2MV

Scenario	Daily	AM Peak Hour		PM Peak Hour	
		In	Out	In	Out
<u>Current Comprehensive Plan</u> Multifamily Apartment (220); 10 DU	67	2	7	15	8
Total	67	2	7	15	8
<u>Proposed Amendment (3.0 FAR Residential Option)</u>					
Shopping Center (820); 3.352 KSF	747	2	1	32	33
Multifamily Apartment (220); 62 DU	499	7	27	34	18
Total	1,246	9	28	66	51
Net Impact of Proposed 3.0 FAR Residential Option Above Comp Plan	1,179	7	21	51	43
<u>Proposed Amendment (3.0 FAR Office Option)</u>					

Scenario	Daily	AM Peak Hour		PM Peak Hour	
		In	Out	In	Out
Shopping Center (820); 3.352 KSF	747	2	1	32	33
General Office (710); 62.0 KSF	923	113	15	25	123
Total	1,670	115	16	57	156
Net Impact of Proposed 3.0 FAR Office Option Above Comp Plan	1,603	113	9	42	148

Trip Generation derived from the Institute of Traffic Engineers (ITE), Trip Generation, 8th Edition (2008). Trip Generation estimates are provided for general order-of-magnitude comparisons, only, and do not account for pass-by, internal capture, or traffic reductions as a result of proximity to transit stations.

Nomination 27MV would impact traffic conditions along both the Huntington Avenue and North Kings Highway corridors, between Telegraph Road and Richmond Highway. Nomination 2MV would also impact Huntington Avenue, along with current APRs 09-IV-1MV, 2MV, 3MV and 15MV and recently adopted BRAC APRs 08-IV-3MV and 9MV. Current APRs 09-IV-16MV and 24MV and the proposed amendment study for Jefferson Manor could also impact North Kings Highway. A clustered traffic analysis is required to evaluate cumulative impacts. Each of these pending and adopted Comprehensive Plan Amendments should be considered for clustering when the subject APR conducts its 527 traffic study.

Cumulatively, the total impact of 3.0 FAR on the 19.5 acre subject area would be an increase of as much as 24,000 vehicular trips per day compared to the current Plan (before accounting for transit and other trip reductions). Because of their proximity to each other, these nominations have a cumulative impact on the surrounding area’s transportation network and should be considered in one VDOT 527 review. Additional analysis is required to determine if the cumulative impact of the traffic generated by the plan amendments would require improvements of North Kings Highway and Huntington Avenue in the vicinity of the site to provide additional capacity to handle traffic loads. Widening of either road is not preferred because of the impact that would cause to non-automobile modes of transportation in proximity to the Metro station. Wider roads would create a less pedestrian-oriented environment around the station.

In considering these nominations, the following should be recognized and addressed:

- North Kings Highway, a four-lane Urban Minor Arterial, approximately 80 feet in width, is not currently slated for improvement per the Fairfax County Transportation Plan. North Kings Highway is designated an Enhanced Public Transportation Corridor (EPTC), however, with a range of transit enhancements yet to be studied. As noted above, a number of APRs and a special study are currently under review along the corridor. Further review and analysis may result in a need for six lanes on North Kings Highway. Any development of this site should accommodate projects identified, including future transit improvements and/or expansion. If expansion to six lanes is necessary, the deleterious effect on the pedestrian environment should be fully considered.
- Huntington Avenue, a four-lane Urban Minor Arterial, approximately 75-85 feet in width, is not currently slated for improvement per the Fairfax County Transportation Plan. As noted above, a number of proposals to increase the development potential, pending and adopted, exist along the corridor. Further review and analysis may result in a need for six lanes on Huntington Avenue. As mentioned above, the effect of a six lane

road on the goal of creating a pedestrian oriented area is a serious consequence to be considered.

- Direct access to the subject site from North Kings Highway and Huntington Avenue should be limited to the maximum extent feasible by consolidating entrances and exits. Further review and analysis is required to determine the most appropriate access locations and whether traffic signals and/or turn lanes may be required.
- Efficient internal circulation should be developed with curb cuts minimized and locations of entrances and median breaks arranged to minimize conflicts with traffic on the adjacent arterial roadways. Connectivity within the proposed site, as well as to and from external streets and neighborhoods should be considered.
- This portion of Huntington Avenue is currently served by the Richmond Highway Express (REX) and Fairfax Connector Routes 109, 301 and 310. The area of North Kings Highway is not currently served by any bus routes. The site is located adjacent to the Huntington Metrorail Station. Development of this site should accommodate efficient transit operations in the vicinity.
- The Fairfax County Trails Plan shows a minor paved trail running along North Kings Highway and a minor paved trail and on-road bicycle path are planned along Huntington Avenue. A circuit trail is also recommended for the WMATA property to provide Metro station access to the adjacent existing development without intruding upon the proposed new development. Any development of this site, therefore, should accommodate the planned trail improvements. There are trails planned for Richmond Highway, Telegraph Road and along Cameron Run. Efforts should be made to connect internal bicycle/pedestrian facilities with existing and planned County facilities in the surrounding area.
- Improvements in pedestrian circulation are needed throughout the Huntington TSA to facilitate access to the Metro station and proposed new development. New sidewalks and sidewalk improvements should be constructed throughout the TSA to facilitate this access. Further review and analysis may be required to determine if expanded and/or enhanced sidewalks will be required along North Kings Highway or Huntington Avenue.
- Traffic reduction measures such as ride-sharing, transit incentives and other transportation systems management strategies should be considered where appropriate and/or feasible.

Water Quality

Stormwater management and water quality controls and practices should be optimized for any redevelopment of the properties subject the Policy Plan. The sites should redevelop based on the laws governing new development which include a 40 percent phosphorus removal requirement for water quality and enhanced stormwater management measures. Landscaping, removal of unnecessary impervious surface and re-vegetation of the site will visually enhance new development and improve water and air quality.

Stormwater Management

In general, construction of new and renovation of existing buildings should avoid, minimize, and mitigate potential impacts to RPAs, floodplains, and wetlands. Low Impact Development and other design methods for road corridors, parking areas and buildings to offset the losses and minimize the long-term impacts of the development should be implemented.

RECOMMENDATION

The proposal to increase the allowable development intensity in this area may be appropriate given the location and proximity to major transportation routes and transit facilities. The site could be designed in a way that provides needed connections through the area to the transit facilities, and provide employment and retail opportunities close to the community.

However, the impact of the level of intensity proposed by both nominations on the transportation network could be severe. At 3.0 FAR, Land Unit I would add more than 2.5 million square feet of development to the Huntington area. This amount of development would significantly impact schools, parks and the transportation system, as well as the overall character of the area. The ability of the transportation system to sustain this amount of development without significant public investment is questionable, especially when added to the development potential currently allowed in the Comprehensive Plan that has yet to be built.

During this time of economic uncertainty there does not seem to be much development activity taking place in new projects. Although the Comprehensive Plan serves as a guide for future development that could be many years out, Staff is concerned that replanning this area now could have a destabilizing effect on the community involved if redevelopment is not achieved in the near term. Without a developer identified, high-intensity potential could entice speculation, putting the community at risk of falling into disrepair. Additional evaluation of the public and private investment that is needed to support redevelopment on the site is necessary, along with careful consideration of the intensity of development appropriate for the location. With this in mind, staff recommends that the nominator be asked to demonstrate commitment from the development community (perhaps through a written agreement) and that the nominator, developer and staff work together to determine appropriate intensity, timing, and mix of uses.

CURRENT PLAN TEXT:**1MV & 15MV**

Fairfax County Comprehensive Plan, 2007 Edition, Area IV, Mount Vernon Planning District, Amended through 8-3-2009, MV1 - Huntington Community Planning Sector, Land Units G, H, I, J and K, Page 102:

“South and east of the Telegraph Road/North Kings Highway/Huntington Avenue intersection is an area of stable residential development, shown as Land Units I and J in Figure 22. The Crider Park subdivision is located along Kathryn Street between North Kings Highway and Huntington Avenue and should be maintained as a stable neighborhood at a planned density of 3-4 dwelling units per acre. The use of Kathryn Street for non-local "cut-through" traffic should be discouraged. The remainder of Land Unit J is comprised of Fort Lyon Heights subdivision on the west side of North Kings Highway. This subdivision of single-family detached homes is planned for residential use at a density of 3-4 dwelling units per acre. Huntington Club Condominiums (Land Unit I) is planned for 16-20 dwelling units per acre. Both of these subdivisions should be maintained as stable residential neighborhoods.”

POLICY PLAN TEXT: The Policy Plan of the Fairfax County Comprehensive Plan recommends the following:

- Revitalization: Page 2, Objective 1, Policy f) Encourage mixed use development concepts which seek to create “activity centers” through the integration of retail, office and residential uses.
- Land Use: Page 4, Objective 2, Policy b) Encourage, within the Tyson’s Corner Urban Center, cores of Suburban Centers, cores of Community Business Centers, and Transit Station Areas, and other areas within these Centers that would benefit from revitalization and redevelopment, the development of mixed-use projects.
- Land Use: Page 8, Objective 12, Policy b) Limit development intensity to that which can be accommodated at acceptable levels of service with consideration of the cumulative, long-term impacts of development on the adequacy of public facilities and transportation systems.
- Transportation: Page 10, Objective 11, Policy b) Limit development to the low end of the planned range unless the applicant demonstrates that arterials and collectors within the impact area of the proposed project as defined by the County will operate at an acceptable level of service.

For complete Plan text see:

www.fairfaxcounty.gov/dpz/comprehensiveplan/policyplan/

